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ABSTRACT

Due to increased interest in adult learning, the state of transition in which many between ages sixteen and sixty-five find themselves, and the large number of adults lacking requisite job skills, there is an institutional planning emphasis on programs with adults in mind. Planners must be aware of barriers preventing adults' participation in postsecondary education. Barriers are classified as situational, dispositional, and institutional. Research on the motivation for adults to seek learning is necessary to plan adequately and to allow adults access to education. It has been hypothesized that adult learning is most often motivated by family change or career transitions and career influences. John Valley, author of Lifelong Learning in America, suggests nine strategies for improving lifelong learning in most local settings. The Paltridge, Regan, and Terkla (1978) study suggests four models of community organization, bringing community resources and needs for continuing education together with the needs and interests of educational institutions to attract adult students and develop effective adult programs. In each model, the point of contact is an adult information and counseling center. (Models and explanations are included.) Many changes and revisions are being made in federal legislation to accomodate adult learning and encourage its development. (FP)

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Future Directions for a Learning Society
The College Board

LOCAL PLANNING AND COORDINATION FOR ADULT STUDENTS IN EDUCATIONAL PROGRAMS

by

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a Learning Society
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Presented November 10, 1979, at Lifelong Learning: The Self-Winding Clock, a conference sponsored jointly by the Association for the Continuing Education of Adults in Delaware and the Delaware Association for Community Education, Wilmington, Delaware.

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

What is FDLS?

The Future Directions for a Learning Society (FDLS) program is a major effort toward the realization of a learning society in the United States. The program focuses on improving access and transition for learners, which has been the Board's role in education for more than 75 years. By building on recent Board programs that have increasingly focused on adults, the program extends this historic role to include assistance to adult learners and to the diverse agencies, institutions, and organizations that provide learning opportunities for them.

Funded by the Exxon Education Foundation, FDLS develops consensus and support for strategies, services, and policies that can best meet current and projected needs of participants and providers in a learning society. To this end, the program solicits and relies on the participation of professional people in the field, public policymakers, and the larger community. A major purpose of the Exxon grant is to promote the mobilization of additional funds and other resources necessary for major initiatives in this developing field. The initial grant supports the project's planning and management, the identification and design of service areas, the review and analysis of public policy, and publishing of relevant materials.

The program will produce projections of future trends, information about the needs of learners and providers of educational opportunities and resources, policy recommendations, and services. The program is engaged in finding better ways to gauge the needs of learners, in identifying the problems institutions face in meeting learners' needs, in strengthening learning opportunities, and in increasing public, professional, and political understanding of the field. A chief focus of the program is to demonstrate promising new approaches and specific services.

I'm delighted to be with you today at the meeting Lifelong Learning: The Self-Winding Clock. The adult learning market has become a new target of many education institutions for students. A brief review of some statistics derived from national and international studies highlights why administrators and institutional planners are closely examining this new market:

- The Future Directions for a Learning Society (FDLS) program of the College Board estimates that in 1979 there were 64.8 million registrants in adult learning opportunities in the United States. Since many adults take advantage of more than one learning opportunity a year, FDLS estimates that there were between 30-35 million adult learners last year. Only 25.9 percent (or 16.8 million registrants) were in schools, colleges, and universities. The majority were utilizing educational opportunities in other than the traditional school setting (for example: those provided by employers, local churches or synagogues, or professional associations.)
- 18-year-olds peaked this year at 4,292,000 and will fall to 3,168,000 by 1992. 18- to 21-year olds in the United States peaked at 17.1 million in 1979. Their numbers will drop 10 percent by 1985 and continue down a total of 25 percent by the 1990s. In Delaware, as in the rest of the country, the population is graying.

1980 marks the peak for the 15-34 age group. The 55 and older group is rapidly increasing to 1985, while there is a slight decline in the 0-14 age group. The population in numbers is shown on pages and .

- Almost 80 percent of the adult population, or 116 million, are engaged in one or more self-directed learning projects a year. Frequently, a learning project lasts 100 or more hours.
- 20 million adults lack the requisite skills to function competently in our society.
- 15 million adults over the age of 25 have started college but have never completed a degree.
- 40 million persons between the ages of 16 and 65 are in transition between home, school, or career.
- 60 million persons are interested in taking one or more adult learning courses right now, according to George Gallup.

If institutions want a share of this growth in adult learning, they must begin to plan for programs as if adult students mattered. Your conference today talks about two important themes: the psychology of the adult learner and statewide planning.

As an initial step, planners must be cognizant of the barriers that prevent adults from participating in postsecondary education.

WHO ARE THE PROVIDERS?

Agricultural Extension	12,000,000
Colleges and Universities (noncredit)	10,000,000
Community Organization	7,400,000
Private Industry	5,800,000
Professional Associations	5,500,000
Colleges and Universities (credit)	5,000,000
City Recreation Departments	5,000,000
Churches and Synagogues	3,300,000
Government Services	3,000,000
Public School Adult Education	1,800,000
Federal Manpower Programs	1,700,000
Military Services	1,500,000
Graduate and Professional	1,500,000
Trade Unions	600,000
Community Education	500,000
Free Universities	200,000

PERCENTAGE DISTRIBUTION OF DELAWARE POPULATION BY AGE GROUP FOR SELECTED YEARS

Age Group	1970	1975	1980	1985
0-14 years	30.1%	25.8%	22.7%	22.3%
15-34 years	30.3%	34.7%	36.5%	35.0%
35-54 years	23.6%	22.3%	22.2%	23.3%
55 years and over	16.0%	17.2%	18.7%	19.3%

Source: U.S. Bureau of the Census, Current Population Reports, series P-25, No. 796, "Illustrative Projections of State Populations by Age, Race, and Sex: 1975 to 2000," 1979.

NUMERICAL DISTRIBUTION OF DELAWARE POPULATION BY AGE GROUP FOR SELECTED YEARS (IN THOUSANDS)

AGE GROUP	1970	1975	1980	1985
0-14 YEARS	165.5	149.2	137.1	141.4
15-34 YEARS	165.6	200.9	220.2	222.2
35-54 YEARS	129.0	129.5	134.1	148.3
55 YEARS AND OVER	88.0	99.8	112.8	122.8
TOTAL	548.1	579.4	604.2	634.7

SOURCE: U.S. BUREAU OF THE CENSUS, CURRENT POPULATION REPORTS, SERIES P-25, No. 796, "ILLUSTRATIVE PROJECTIONS OF STATE POPULATIONS BY AGE, RACE, AND SEX: 1975 TO 2000," 1979.

K. Patricia Cross, Distinguished Research Scientist at the Educational Testing Service in Berkeley, has categorized barriers to adult participation in three areas: situational, dispositional, and institutional. The situational barriers usually require an individual adult to modify his or her personal status to allow for the addition of an educational activity. Personal time patterns must be changed, finances must be reallocated, child care frequently needs to be arranged, and transportation patterns must be altered. (For further discussion of this point see Houle, 1972, pp. 53-54.) Many books have been written to advise persons on how to conquer these situational barriers. How to Go to Work When Your Husband Is Against It, Your Children Aren't Old Enough, and There's Nothing You Can Do Anyhow by Felice N. Schwartz, et al. (1973) is an example of this type of literature. The FDLS program at the College Board is preparing for release later this year a guide on how adults can find financial resources to support their educational activities. This national guidebook entitled "Paying for Your Education: A Guide for Adult Learners" is intended to reduce an important barrier to adult participation in postsecondary education.

A second category of barriers is labelled dispositional. Adults need to learn for many reasons, but particularly for those related to career and family life needs. Adults who have not had formal learning opportunities in many

BARRIERS TO ADULT PARTICIPATION IN POSTSECONDARY EDUCATION

I. SITUATIONAL

A. Time
B. Money
C. Child care
D. Transportation

II. DISPOSITIONAL

A. One's need to learn
B. Learning capacity
C. Learning style

III. INSTITUTIONAL

A. Scheduling
B. Fees
C. Course availability
D. Locations

Source: Cross (1977)

years are afraid to reenter the classroom. Frequently, when they discover that they can do well, adult learners are the best students. Preference for learning styles (i.e., independent study as contrasted with lecture formats) vary widely among adults. Dispositional barriers are the ones least understood by planners and program personnel and, simultaneously, the most important frontier for providing greater adult access to learning resources. Current data from the Bureau of the Census, the National Center for Education Statistics' triennial adult participation surveys, and other regional and state needs assessment studies done in the 1970s state that blacks, elderly persons, those with part-time jobs, low incomes, and low educational attainment are not well served by present providers of organized instruction (Cross, 1978.) A case in point is the data for college attendance in Fall 1978 (page 9.) Some new relationship between literacy training, job training, and postsecondary learning must emerge if there is truly to be a learning society for all people in the United States. Treatment of dispositional barriers is a multidimensional problem requiring greater attention by all planners for equal access to postsecondary education.

The third set of barriers to adult participation in education is institutional. Providers in increasing numbers have changed scheduling patterns, fee structures, program

PERCENTAGE OF PERSONS ENROLLED IN COLLEGE BY FAMILY INCOME AND ATTENDANCE STATUS, OCTOBER 1978

Family Income	Total	Full-time	Part-time
0 to $7,499	18.1%	21.5%	11.9%
$7,500 to $11,999	13.5%	13.7%	13.2%
$12,000 to $19,999	25.1%	21.6%	31.4%
$20,000 and over	43.4%	43.3%	43.5%

Source: U.S. Bureau of the Census, unpublished data

offerings, support service availability, and moved more offerings into the community to facilitate greater adult enrollment. Since 41 percent of all postsecondary enrollments in 1978-79 are part-time students and many of these students are adults older than 25 years of age, many institutions have made at least some accomodation to this emerging clientele. This may not be true in Delaware (page 11). Institutional barriers may be the reason for Delaware being counter to the national trend.

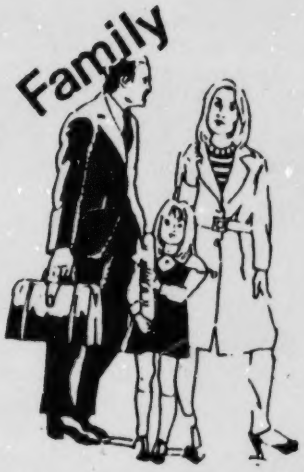
Having gained an awareness of the barriers to adult participation, there is other information planners need to be aware of. Research on what triggers adults to seek learning is also necessary in order to help plan for greater adult access to postsecondary education. The FDLS program at the College Board will release early next year a major study on Americans in Transition: Life Changes as Reasons for Adult Learning (forthcoming). The study developed from the question, "What causes an adult to seek learning?" The hypothesis was that some life event relating to either career, family, citizenship, ethical, aesthetic, or leisure concerns triggered a learning activity. Approximately 1,600 adults (25 years or older) across the nation were surveyed. Fifty percent of the respondents indicated they had participated in one or more learning activities in the last 12 months. Over 90 percent of the events triggering adult learning occur

COLLEGE AND UNIVERSITY ENROLLMENTS FOR DELAWARE, 1975-1978

Year	Total Enrollment	Full-time	Part-time	Per Cent Part-time	National Per Cent Part-time
1975	32,389	20,171	12,218	37.7	38.8
1976	31,182	21,026	10,156	32.6	39.0
1977	30,960	20,598	10,362	33.9	39.8
1978	30,637	20,225	10,412	34.0	41.3

Source: National Center for Education Statistics

WHAT CAUSES AN ADULT TO SEEK LEARNING?



in their careers or family lives.

Career transitions and career triggers can be summarized as follows:

Transition	Trigger
1. Moving into a new job.	1. Getting hired.
2. Adapting to a changing job.	2. Having an existing job change, as through the arrival of new equipment or the passage of new regulations.
3. Performing better in an existing job.	3. Being offered advancement.
4. Advancing a career.	4. Getting promoted.
	5. Stopping work.

Adult learners also gave examples of how changes in their families caused them to begin learning. Most of them could be readily classified into the following categories:

1. Providing different food.
2. Providing different shelter.
3. Providing different clothing.
4. Managing shifts in family income and expenses.
5. Caring for other family members when changes occur.

Evidently the career clock and the family clock set the time for learning and it is self-wound for each adult.

A hypothesis of the study was that a considerable amount of adult learning is latent: that adults have undergone

LIFE TRANSITIONS AND LEARNING

Type of Transition	Percent of Reasons for Learning
Job/Career	56
Family Life	34
Health	6
Religion	2
Citizenship	1
Art	0
Leisure	0

CHANGES IN JOB/CAREER

CHANGES IN FAMILY LIFE

CHILDREN IN SCHOOL

NEW COMMUNITY

FRIENDS/FAMILY

NEW HOUSE/APT.

MARRIAGE

DIVORCE

DEATH

or are undergoing or want to undergo transitions which require them to learn but that the time for learning has not come because the circumstances are not right. Something has to happen, some triggering event, to convert a latent learner into an actual learner. The survey results confirmed the hypothesis that the decision to learn at a certain point in time is triggered by specific events. It was quite common for adults to explain their decisions to learn at a particular time by beginning their explanations with statements like this:

> Well, I had been thinking for a long time about taking more accounting courses and going back to work, but I couldn't because the kids were too little. Then when my youngest got out of elementary school and started junior high, I felt all the kids were pretty well set and would be spending less time at home and needing less attention from me. That's when I knew the time had come to complete my accounting degree.

In short, the findings confirmed what we suspected: the need and the opportunity and even the desire are not sufficient to cause most adults to learn at a particular point in time. Something must happen to convert most latent adult learners into active learners. If the events had occurred earlier or later, the learning would have been triggered earlier or later. Thus, we are led to conclude that there are millions of potential adult learners and that the timing of their entry into the learning arena is determined by specific

events in their lives which permit them--or force them--to enter it. To know an adult's life schedule is to know an adult's learning schedule.

Education planners must seek new data to adequately plan for greater adult access. Not only is demographic information from the Bureau of the Census needed, but also information on migration patterns, marriages, divorces, deaths, and children entering elementary schools is needed from local and regional sources for institutions to anticipate the adult demand for learning in their areas. (See Knoell and McIntyre, 1974, for planning processes which can be utilized for this purpose.) In conjunction with these data analysis activities, a community survey of adult learning needs frequently is desireable.

John Valley in Lifelong Learning in America suggest nine strategies for improving lifelong learning in most local settings in the 1980s. Valley's perspective is lifelong learning for adults at the postsecondary level. Let me briefly describe each strategy.

1. Using educational institutions -- special degree programs for adults, weekend colleges, noncredit continuing education, and residential centers are ways institutions have developed activities for adult learners. Noncredit continuing education had 10,154,000 registrations in the academic year ending June 30, 1978. That activity was an

STRATEGIES FOR IMPROVING LIFELONG LEARNING IN MOST LOCAL SETTINGS IN THE 1980s:

- Using educational institutions
- Developing the community college dynamic
- Modifying institutional roles
- Expanding access to credentials
- Using new tools
- Recognizing student diversity
- Meeting individual needs
- Adding advocacy to counseling
- Relating community and individual needs

Source: Valley, 1979.

increase of 14.9% from 1976. Subject areas with substantial increases (10% or higher) were business and management, engineering, fine and applied arts, the health professions, home economics, theology, developmental activities, and health technologies. Subject areas with substantial losses (10% or more) were education, public service technologies, and data processing, natural sciences, and other technologies.

2. Developing the community college dynamic -- According to Valley community colleges have (1) recognized and developed programs for special groups, such as rural women, the elderly, and union members, (2) developed flexible organizational forms (sometimes an administrative unit which brokers services from nearby institutions for residents of the community), (3) applied new educational technology to reach adult students (example are Phone-A-Course, community based forums on courses by newspaper), (4) produced materials and programs suited to adult students (instructional materials, counseling materials, and other aids), and (5) developed community support relationships such as assistance to business and industry in identifying educational needs. He anticipates a stream of innovative activities by community colleges in the 1980s.

3. Modifying institutional roles -- We know that lifelong learning resources are not limited to educational institutions. Such institutions as libraries, museums, the professions, industry and government can provide important learning

Registrations in noncredit adult and continuing education activities in colleges and universities by field of instruction and level of institution: United States, 1978

Subject Area	Registrations (in millions)			
	Total	Universities	Other 4-Year	2-Year
Total	10,154	2,691	2,230	5,233
Agriculture and natural resources	234	157	21	56
Business and management	1,070	419	295	356
Education	556	195	200	161
Engineering	247	147	47	53
Fine and applied arts	968	220	206	542
Foreign languages	135	19	23	93
Health professions	1,245	333	454	458
Home economics	720	56	45	619
Law	121	70	22	29
Letters	114	32	31	51
Psychology	193	46	47	100
Public affairs and services	318	135	71	112
Social sciences	246	128	64	54
Theology	184	97	57	30
Interdisciplinary studies	698	239	166	293
Developmental activities	597	22	59	516
Physical education and avocational instruction	800	81	98	621
Other academic areas	422	165	97	160
Business technologies	322	36	46	240
Health technologies	321	13	84	224
Engineering and mechanical technologies	309	30	16	263
Public service technologies	232	39	74	119
Other technologies	102	12	7	83

Source: NCES, unpublished data

opportunities. I anticipate expanding services to learners from this array of organizations in the 1980s.

4. Expanding access to credentials -- Facilitating access to credentials has become a key function of adult education. Connecticut, New Jersey, and New York have state programs which offer adults the opportunity to qualify for undergraduate degrees on the basis of demonstrated learning. The American Council on Education, New York State Education Department, the Pennsylvania Department of Education, and the Consortium of the California State Universities and Colleges have examined employer training programs for award of college credit. Groups such as CAEL provide technical assistance to institutions concerning the evaluation of prior learning for college credit. The College Board through its College-Level Examination Program (CLEP) has been helping persons receive college credit for what they know regardless of how they acquired that knowledge. These activities will increase in the 1980s.

5. Using new tools -- The 1970s produced better utilization of educational technology. Television courses, such as "The Ascent of Man", were better produced, frequently with an array of study materials for use by the viewer. Telephones have been used for both instruction and counseling. Courses by newspaper have been utilized for helping adults prepare for the General Educational Development Tests.

Consortial arrangements have emerged for the joint production and distribution of materials, such as the University of Mid-America.

6. Recognizing student diversity -- Adult learners represent a substantially greater range of differences on more significant dimensions for education than we would find among traditional school-age learners. Often, adults fall into one or more special categories such as: women, handicapped, union members, minorities, elderly, midcareer change, employees, low income, apprentices, rural, commuters, prisoners, and adults with families. The program today, I'm sure will point out to all of us differences in the learning needs of adults in Delaware.

7. Meeting individual needs -- As our main mission as educators, we have been trying to meet individual learning needs in recent years through curricular developments such as contract learning and competency-based instruction, through new institutional arrangements such as learning networks and free universities, in individualized and independent study programs, and in re-entry counseling. We will see a mushrooming of these activities in the 1980s.

8. Adding advocacy to counseling -- Cross (1978), in an examination of more than forty state and national studies on the learning needs of adults, indicated that information, counseling, support, access, financial aid, and credit for

prior learning services would supply the "missing link" between learners and learning resources. We've seen the growth of education brokers who assist learners in meeting their learning needs. INFO, here in Wilmington, is an example of educational brokering. Matching learners and resources for learning requires access to information about the learning opportunities that are available. Various delivery models have emerged: independent community agencies, libraries, state higher education systems, telephone services, computer-based guidance systems, and computer-based information systems. At the federal level, the Educational Information Centers (EIC) program of Title IV, Section B of the Higher Education Act, is providing funds for statewide activities in this area. I'd be delighted to hear about any EIC activities in Delaware from you today.

9. Relating community and individual needs -- A sense of community tends to develop among adult members of a population who recognize that advancing the learning interests of its members serves the needs of the community as a whole. Examples of programming are: public leadership training, and training to solve immediate problems of the community.

I would be kidding you if I said that these things are easy to do. After all, why would you have a program on

LEARNER NEEDS

NEED	RESPONSE
INFORMATION	o DATA BANK OF RESOURCES o DISSEMINATION o SELF AWARENESS o ADVERTISING & PROMOTION
COUNSELING	o COMPREHENSIVE COUNSELING o EASY ACCESS o MATCHING MECHANISMS o TRAINING PROGRAMS
SUPPORT SERVICES	o CONVENIENT TIMES/PLACES o NEW LINKAGES o MATERIALS o CHILD CARE, TRANSPORTATION
ACCESS/ADVOCACY	o PUBLIC/INSTITUTIONAL POLICY o IMPROVING ACCESS o RECRUIT UNDERSERVED o FLEXIBLE CRITERION
FINANCIAL AID	o EQUITY IN FEES o FINANCIAL AID
CREDIT	o CREDIT REGISTRY o EVALUATION OF EXPENSES o CREDIT BY EXAM

state planning and needs of individual adult learners, if you know all the answers?

We know that one of the major problems at the local level is the coordination of programs and resources. A recently completed study by Gil Paltridge, Mary Regan, and Dawn Terkla at the University of California identified basic elements of organizations created to develop adult education community services. The following list of basic elements can serve as a checklist of what to do or for evaluation of any existing activities.

A. Goal orientation:

1. Organization that will always be educational consumer-oriented.
2. Clarity of purpose, with concentration on necessary services (see below) and entry into ancillary services only when they are needed and within the capability of the organization.
3. Long-term organizational and financial stability.

B. Basic services:

1. An organization that will be interested in the development of new opportunities for continuing education for mid-career adults.
2. A widespread dissemination program for information on available program offerings.

3. A career counselling service accessible to all segments of the adult population.
4. A service that offers guidance and independent advice on a selection of educational programs that fit the individual adult's learning needs.
5. The existence of an education/training delivery system, available locally, and oriented to adult learning patterns and student's time and place requirements.

C. Responsibilities of the community organization:

1. Develop community support for the proposition that the availablity of continuing education and training for mid-career adults is of value to the community's economic and social welfare, and not simply a benefit for the advantage of one group of individuals in the community.
2. Develop or participate in the development of a community plan for continuing education opportunities.
3. Insist upon the institutional development of a necessary range of close-to-home education and training opportunities for mid-career persons.
4. Promote a spirit of cooperation between the information-counselling-referral agency and the educational and training institutions. Consider the development of ancillary services as they may be needed, such as

childcare centers and support groups for adults with special needs.

5. Develop or encourage the development of outreach programs that will bring educational opportunities to disadvantaged neighborhoods of a large city, or to isolated rural communities.
6. Maintain liaison with state agencies to encourage and assist development of public policy related to continuing education for mid-career adults.

D. Responsibilities of education/training institutions:

1. Whenever needed, develop special programs for the adult student clientele.
2. Adopt admissions policies which allow access of mid-career adult students with varying educational and cultural backgrounds to continuing education opportunities.
3. Accept part-time students without penalties of excessive tuition or fee costs.
4. Offer evening, and if possible, weekend classes for working adults.
5. Insure the availability of learning materials in various locations on and off campus. (If necessary keep the campus bookstore open on selected evenings.)
6. Explore all possible sources of financial aid to those

part-time adult students who may need it.

7. Carefully develop policies and practices, as well as appropriate quality controls, related to nontraditional courses/programs and teaching-learning methods.
8. Consider the advisability of establishing off-campus locations to meet the requirements of working mid-career students.

(Paltridge, Regan and Terkla, 1978, pp. 68-70.)

The Paltridge, Regan and Terkla study suggests four models of community organizations which bring community resources and needs for continuing education together with the needs and interests of educational institutions to attract adult students and develop effective programs for them, particularly those of mid-career counseling.

The four models assume that the point of contact between adults and the organization is an adult student information and counseling center.

The Adult Student Center performs three basic functions: (1) It develops and carries out a widespread program of disseminating information on local education/training opportunities for mid-career persons. It is particularly mindful of the need to get information to those groups in the population which have had little or no contact with

education resources -- the under-educated, some ethnic minority groups, and others. (2) It develops and carries out a program of career counselling for those adults who want and need this service. This service includes occupational interest and ability testing when needed. The counselling service can be performed on a one-to-one basis, or in group sessions. Computerized counselling systems can be utilized either as a primary medium of contact or as a supplement to personal counselling. Toll-free extended-service telephone contact also has been used very successfully for initial service. (3) It counsels and guides adult clients to the appropriate educational resource where their particular program needs can best be fulfilled. After the person has moved on to the delivery system, occasional or periodic follow-up reports on the students' satisfaction and progress are recorded, and further advice is offered if the need for it is indicated.

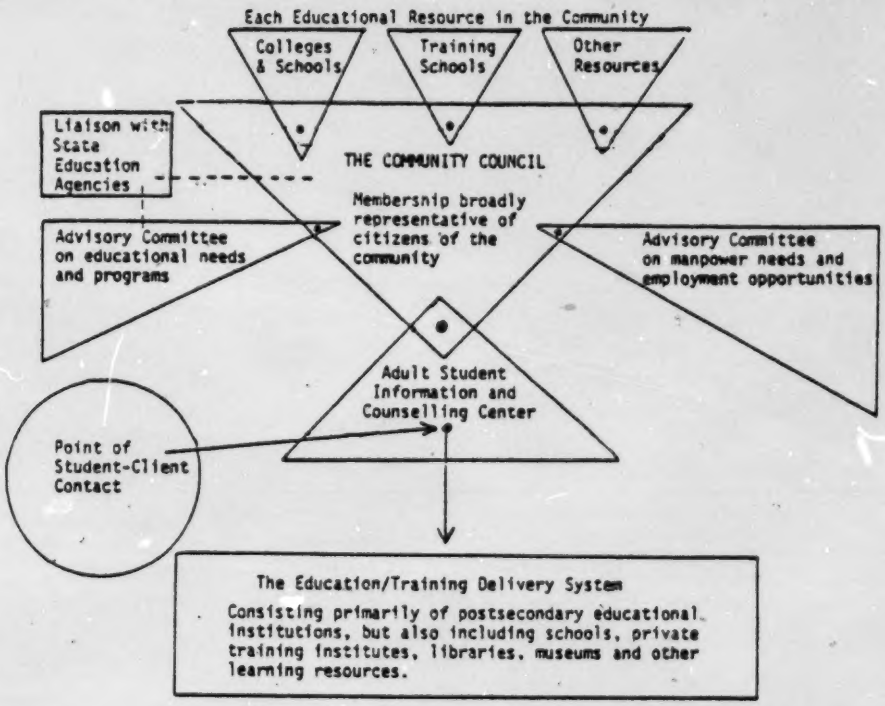
The first model is the community council model. The advantage of this model is its single purpose -- that of providing the community with the best possible opportunities for its mid-career people to have access to continuing education programs so that they can change careers if they want or need to, or advance their present careers, or retrain themselves to new job skills, or to continue and

broaden their general education. This organization is independent of both educational institutions and employers. This model's effectiveness depends on the presence in the community of a rather large number of dedicated persons strongly committed to serving the learning needs of adults.

The second model is the institutional consortium approach. It is built upon the participation of all education/training providers in the area. Usually it is based upon a compact among its members which clearly stipulates the purpose of the organization, its goals, and the responsibilities of each member in developing a broader array of adult post-secondary education/training opportunities accessible to all segments of the community. Each member institution shares the cost of the minimum essential services of the Center on an equitable and commonly agreed-upon basis. Funding of costs beyond the essential minimum expenses can be borne by the members, by public or private sources, or by indirect cost allowances in grants made to finance special projects.

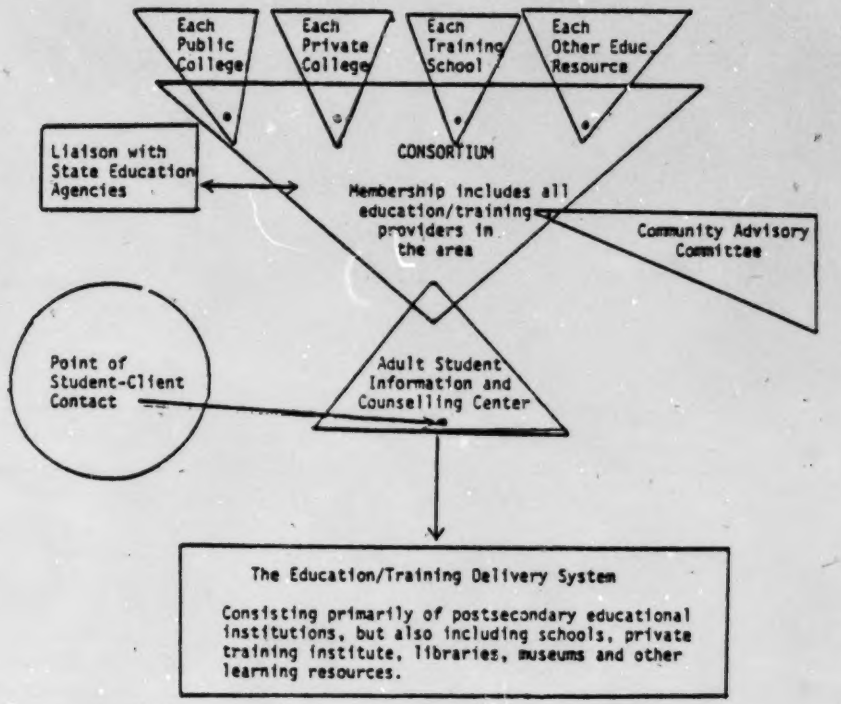
The independent educational brokering agency approach, the third model, is different in that in its purest form, educational brokering agencies are described as institutionally independent, as go-betweens or intermediaries between the adult client-student and the educational establishment, as

MODEL #1
THE COMMUNITY COUNCIL MODEL


Each Educational Resource in the Community
Colleges & Schools
Training Schools
Other Resources
Liaison with State Education Agencies
THE COMMUNITY COUNCIL
Membership broadly representative of citizens of the community
Advisory Committee on educational needs and programs
Advisory Committee on manpower needs and employment opportunities
Adult Student Information and Counselling Center
Point of Student-Client Contact
The Education/Training Delivery System
Consisting primarily of postsecondary educational institutions, but also including schools, private training institutes, libraries, museums and other learning resources.

Source: Paltridge, Regan, and Terkla, 1978, p. 72

MODEL #2
THE INSTITUTIONAL CONSORTIUM MODEL


Each Public College
Each Private College
Each Training School
Each Other Educ. Resource
CONSORTIUM
Membership includes all education/training providers in the area
Liaison with State Education Agencies
Community Advisory Committee
Point of Student-Client Contact
Adult Student Information and Counselling Center
The Education/Training Delivery System
Consisting primarily of postsecondary educational institutions, but also including schools, private training institute, libraries, museums and other learning resources.

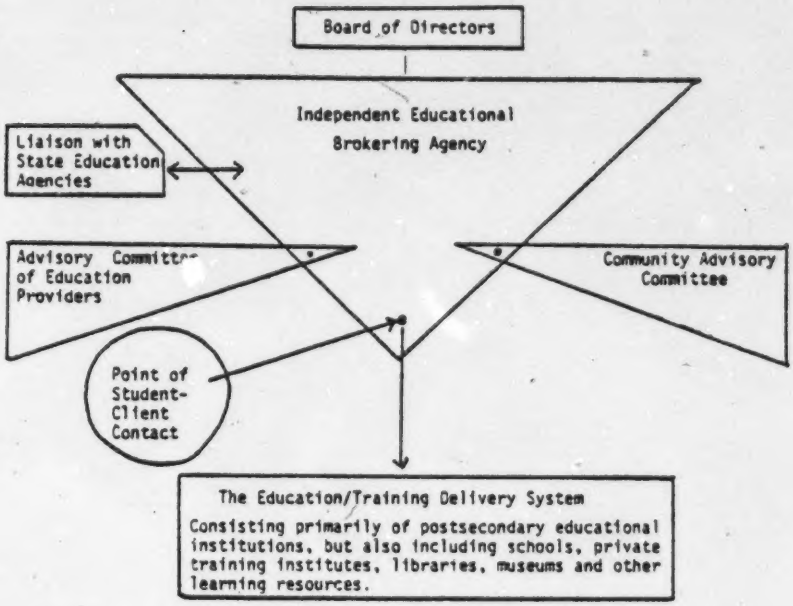
Source: Paltridge, Regan, and Terkla, 1978, p. 76

expert in career counseling, guidance and testing, and as bias-free advocates of the client-students' needs as they pursue their educational goals. It is governed by a board of directors of persons with diverse business and professional interests (not all board members are educators.) The agency itself is the adult student information and counselling center of the other models.

The fourth organizational approach is the network of community services model. It places other public service organizations as direct participants in the adult education effort rather than in the role of advisors. The organizational structure of the network is that of a consortium of equally participating organizations. The potential strengths of this model are (1) that the organization seeking to develop continuing education opportunities will have a broader base of community support and (2) that the mid-career adults are more likely to have their personal needs served promptly by the agency best-fitted to serve them. It is probable that the network model will work best under two particular community circumstances: (1) in smaller communities, where the number of capable civic leaders needed to serve on the boards or citizen advisory committees of multiple community welfare organizations is limited and the value of inter-linked agency boards becomes more evident. (2) In communities which

MODEL #3

THE INDEPENDENT EDUCATIONAL BROKERING AGENCY MODEL


Board of Directors
Independent Educational Brokering Agency
Liaison with State Education Agencies
Advisory Committee of Education Providers
Community Advisory Committee
Point of Student-Client Contact
The Education/Training Delivery System
Consisting primarily of postsecondary educational institutions, but also including schools, private training institutes, libraries, museums and other learning resources.

Source: Paltridge, Regan, and Terkla, 1978, p. 80

are undergoing severe unemployment or severe economic dislocations which place unusually large burdens on the under-employed, the poor, and the educationally disadvantaged. In large, reasonably affluent metropolitan communities, the weaknesses of this model outweigh its strengths.

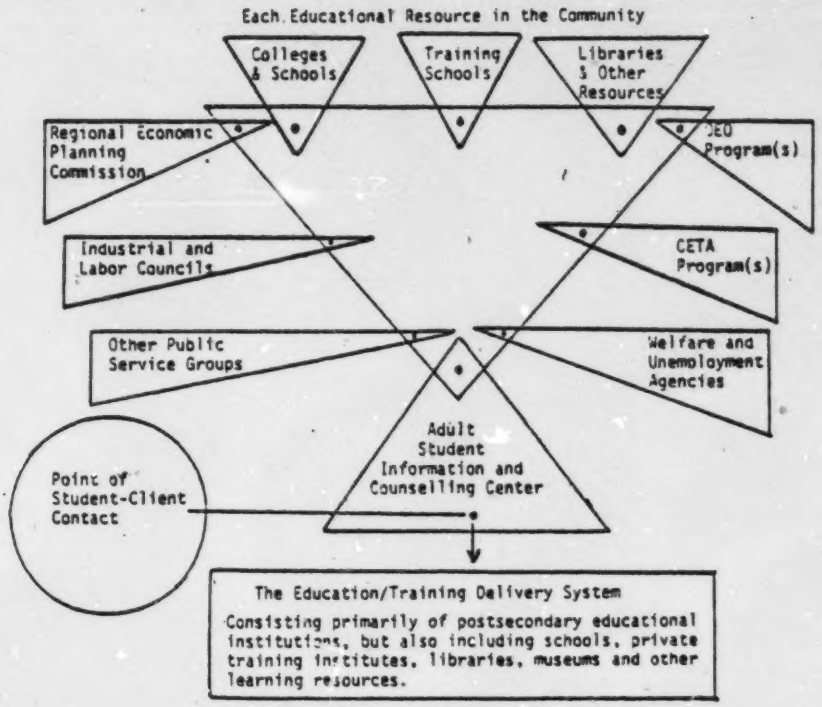
Several years ago a study of the learning needs of adults for continuing education in the state of Massachusetts recommended a regional approach termed service area planning boards. Their functions suggest areas for activity in lifelong learning at the state, regional, or local levels. Perhaps there should be such boards for Kent, Sussex, and New Castle counties.

I would now like to prepare you for some potential changes in federal law which relate to the planning, coordination, and delivery of postsecondary education programs to adults. This past Wednesday, the U.S. House of Representatives approved H.R. 5192, a bill to reauthorize the Higher Education Act of 1965.

Title I is substantially revised and is renamed "Education Outreach Programs." The revised title has two primary thrusts: it focuses federal support for continuing education on improving access for adults whose educational needs have been inadequately served, and it consolidates federal support for state activities in planning, information and continuing

MODEL #4

THE NETWORK OF COMMUNITY SERVICES MODEL


Each Educational Resource in the Community
Colleges & Schools
Training Schools
Libraries & Other Resources
Regional Economic Planning Commission
OEO Program(s)
Industrial and Labor Councils
CETA Program(s)
Other Public Service Groups
Welfare and Unemployment Agencies
Adult Student Information and Counselling Center
Point of Student-Client Contact
The Education/Training Delivery System
Consisting primarily of postsecondary educational institutions, but also including schools, private training institutes, libraries, museums and other learning resources.

Source: Paltridge, Regan, and Terkla, 1978, p. 85

The College Board Learning Society

PROPOSED FUNCTIONS FOR A SERVICE AREA PLANNING BOARD FOR LIFELONG LEARNING

- To review programs and course offerings in the service area
- To provide a forum for communication among staff at various member institutions
- to perform needs and opportunities analysis and enhance communication between the insittutions and the community at large
- To publicize the offerings of all the member institutions in a quarterly periodical
- Outreach to maximize the exposure to part-time and continuing educational opportunities of groups not well-served by the current system
- To provide academic and vocational counseling services to prospective students
- To operate cooperative area Educational Opportunity Centers
- Cooperative interinstitutional planning and articulation of career ladders and programs

Future Directions for a Learning Society
The College Board

PROPOSED FUNCTIONS FOR A SERVICE AREA PLANNING BOARD FOR LIFELONG LEARNING (CONT.)

- To facilitate the structuring and arrangement of joint special offerings such as the use of educational technology or the use of special resources
- To review satellite teaching centers operating or proposed within the service area

Source: Nolfi and Nelson, 1973.

NEW FEDERAL POLICY
EDUCATION OUTREACH PROGRAMS (TITLE I)

FINDINGS:

- CHANGE HAS CREATED PRESSING POSTSECONDARY EDUCATION NEEDS FOR ADULTS.
- MANY ADULTS ARE DISADVANTAGED BY LACK OF ACCESS TO POSTSECONDARY EDUCATION.
- ACCESS IS LIMITED BY MANY FACTORS (PAST, AGE, RACE, LOCATION).
- FUTURE OF POSTSECONDARY EDUCATION LIES IN RESPONSE TO NEW POPULATION.
- BETTER PLANNING AND COORDINATION NEEDED TO MORE EFFECTIVELY UTILIZE EXISTING PUBLIC AND PRIVATE RESOURCES.
- TO SERVE DISADVANTAGED ADULTS ALL RESOURCES MUST BE MARSHALLED FROM A WIDE RANGE OF GROUPS (INSTITUTIONS, BUSINESS, LABOR, PUBLIC AND PRIVATE ORGANIZATIONS).

PROGRAMS (STATES):

- SPECIAL PLANNING AND COORDINATION EFFORTS BY STATES (20%) RE: IMPROVE ACCESS SERVICES FOR ADULTS, COORDINATE INFORMATION AND COUNSELING SERVICES, PROMOTE USE OF AVAILABLE RESOURCES.
- PROGRAM SUPPORT PROMOTING ACCESS TO POSTSECONDARY EDUCATION THROUGH STATES (70%).

NEW FEDERAL POLICY (CONT.)

PROGRAM (STATES) CONT.

- -PROMOTE ADULT ACCESS TO AND RETENTION IN POSTSECONDARY EDUCATION
- -EXPAND AND IMPROVE PROGRAMS WHICH PREPARE FOR TRANSITIONS BETWEEN EDUCATION AND WORK
- -ELIMINATE BARRIERS (EDUCATION, AGE, RACE, ETC.) TO SEEKING ACCESS
- -STRENGTHEN INFORMATION, COUNSELING AND REFERRAL MECHANISMS
- -DEVELOP STRATEGIES FOR FINANCIAL SELF-SUFFICIENCY OF PROGRAMS INITIATED BY TITLE I

PROGRAMS (FEDERAL)

- o REGIONAL AND NATIONAL PROGRAM SUPPORT (10%).
  - -STIMULATE, DEVELOP AND EVALUATE APPROACHES AND DELIVERY SYSTEMS OF ACCESS FOR UNDERSERVED ADULTS
  - -EXPAND UTILIZATION OF EDUCATIONAL AND COMMUNITY RESOURCES
  - -PROMOTE INTERSTATE DELIVERY SYSTEMS, COOPERATIVE ARRANGEMENTS AND PROGRAMS TO ADDRESS REGIONAL NEEDS
  - -COORDINATE EDUCATIONAL AND OCCUPATIONAL INFORMATION THROUGH STATEWIDE, REGIONAL, OR NATIONAL PROGRAMS
  - -ASSIST STATES IN THEIR FUNCTION OF AUTHORIZING INSTITUTIONS OF HIGHER EDUCATION

- o AUTHORIZATION OF $100,000,000 IN FISCAL YEAR 1981.

education services in a single title.

Ninety percent of the funds are allocated to the States on an equal per State basis and on the basis of their adult population. Ten percent of the funds are reserved for the Commissioner to support projects and activities.

The focus on the needs of underserved adults is a response both to emerging enrollment trends in postsecondary and to the unique barriers which adults face in seeking opportunities within postsecondary education. The intent is to target Federal support for programs which are designed to meet the needs of adults who are not adequately served by current programs and offerings.

In attempting to reach adults beyond the present system of postsecondary education, the House recognized the need to broaden participation to service providers in addition to traditional institutions of postsecondary education. In light of the diverse nature and needs of underserved adults, the title allows a wide variety of institutions or organizations to compete for grants and contracts at the State or Federal level. The Federal discretionary grant program is particularly intended to provide support for innovative service providers not traditionally included in State-administered Title I programs and to demonstrate the effectiveness of alternative providers and approaches to serve the postsecondary education

needs of underserved adults.

There was widespread concern within the House regarding the responsiveness of States to this mandate for broadened institutional eligibility in the revised title. Currently, 13 States do not provide grants to community colleges which currently fall within the criteria for grant eligibility. There was specific interest in the ability of community-based educational institutions to have the opportunity to reach new groups of underserved adults facing barriers to post-secondary education under this title. The committee also heard extensive testimony on the ability of business and industry, labor organizations, and programs serving the elderly to promote access for adults outside the present system of postsecondary education. It is the intent of the legislation to allow all of these diverse groups to compete in both the State and Federal grant programs under the title and to ensure that potential grantees are treated equally regardless of their institutional status. Thus, your proposed merged institution will be eligible if this law is adopted.

The revised title includes authorization for educational and occupational information and counseling services (Section 104) intended to replace the "Educational Information" Subpart 5 of Part A of Title IV in current law. In bringing

this program under Title I, it was not the House's intent for the existing Educational Information Center Program to be dismantled by the States, and there was widespread concern that the continuity of this program be maintained under the revised title. The intent was to give the States more flexibility in meeting the particular outreach, educational and occupational information and counseling needs of its citizens.

The need for coordination of state and federal programs, both in the areas of state planning and information services, was identified and discussed frequently in committee hearings on the title. As a result of these concerns, Sections 102(e) and 104 (b) encourage state coordination of planning and information activities under the title with a number of related federal programs. The intent of these provisions is to promote consolidation of and collaboration in state efforts to the extent possible, without any expectation that programs conducted under this title would or should have the authority to regulate activities or mandate cooperation of programs conducted under the authorizations listed in those sections.

The title retains the State-administered structure of current law, with the intent that States will continue to assess the relative merits of competing applications in the

context of the title's focus on underserved adults. The requirement that at least fifty percent of federal funds for planning allocated under Section 102 be used for Statewide planning to improve access for underserved adults is consistent with the revised emphasis of the title and the changing nature of student populations in postsecondary education. This requirement is in no way to be interpreted as mandating or encouraging separate planning offices or structures for adults and traditional students at the State level, and the House recognizes the need for comprehensive planning in postsecondary education which coordinates efforts serving all individuals in postsecondary education.

The title established a National Advisory Council on Continuing Education, with a mandate to advise the Secretary on matters pertaining to the title and to conduct evaluations of the effectiveness of continuing education programs authorized under the title and in related federal statutes. The intent of the committee is to preserve the continuity of the Advisory Council on Extension and Continuing Education. The House has included technology and telecommunications specifically as means of overcoming barriers to postsecondary education in both the state and Federal grant portions of Title I. The House expects that both programs will thoroughly explore the potential of technology and telecommunications for serving

the objectives of the title in an innovative and cost-effective manner.

Other examples of activities eligible for Title I funding are: (1) educational and occupational information and counseling services designed to meet the special needs of adult women, particularly homemakers, and to assist their entry or reentry into postsecondary education and the labor force; and (2) community education service activities consistent with the purpose of this section for adults in rural areas.

I've tried to convey a message that the 1980s will be a challenge to serving the learning needs of adults. I've also told you that some new research and federal laws on the horizon may help us at the state and local level if we can get our act together. So that we might make some progress on that charge, we'll now spend some time examining the specific concerns here in Delaware.

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